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Provincial
University
Endowment
and
Organization



NOVEMBER 9th, 1907

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Memorials of University Club
of Nelson

with

Address on Endowment and
Organization of Provincial
University



By

E. C. ARTHUR, M. A., M. D.



November 9th, 1907

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THE members of the University Club of Nelson respectfully memorialize the government of British Columbia as follows :

"That whereas the revenue from the grant of two million acres of land made to the provincial university, with values of minerals and timber deducted, is sure to prove totally inadequate to produce the amount of endowment which will be required in future for such university, and

"Whereas the experience of all other provincial and state universities has been that there is an inevitable, continuous and growing demand for more buildings and equipment, and

"Whereas any grant of land for the purpose of endowment would entail far less interference with the development and settlement of the province now than at any future time, and, further, might easily be made now without any loss to the annual revenues of the province,

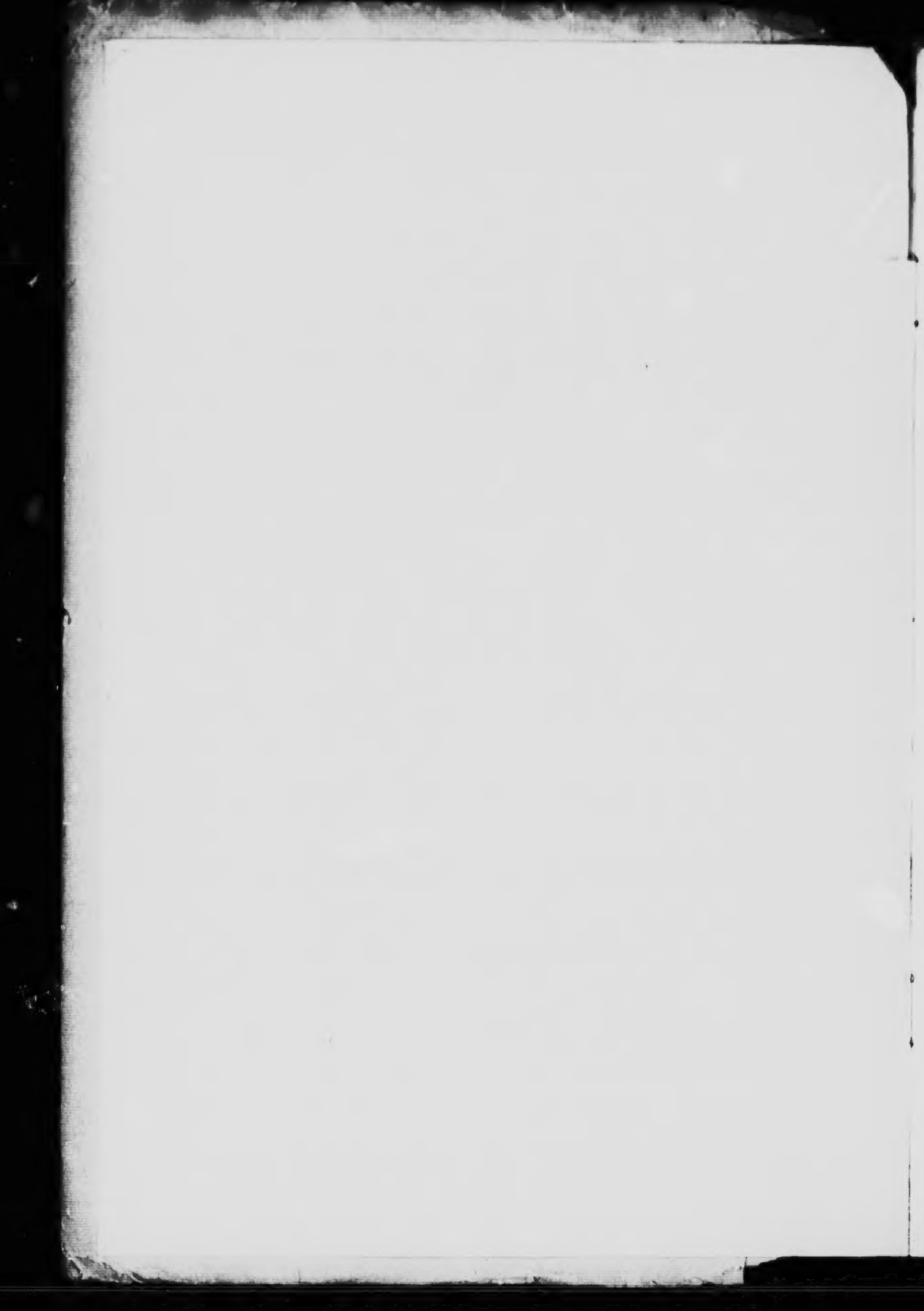
"Therefore, the members of this University Club respectfully urge the government of British Columbia to make provision for additional endowment by setting aside a much larger grant at the next session of the legislature."

The members of the University Club of Nelson respectfully memorialize the government of British Columbia as follows :

"This University Club respectfully urges the government of British Columbia to appoint at the next session of the legislature a board of governors of the Provincial University; such board of governors to have power to select a president, who shall forthwith become a member of the board; and to instruct such board of governors to draft a charter and constitution for the university, the same to be submitted at the session of 1909, together with such recommendations as may seem to them wise as to choice of site, selection of lands and first faculties to be organized."

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The Endowment and Organization of a State University

Professor Lathrop, of Wisconsin, says that "The characteristic institution of higher learning in the West is the state university. It is an index of the height of civilization attained by the community which supports it. The university is as lofty, as broad, as magnificent as the state will have it. Its advance is the more solid and glorious in that it takes the state with it. A state university is a public school—it must be organically connected with the other public schools. It cannot, like an endowed institution, exist for the exceptionally gifted, or the exceptionally trained, or the exceptionally rich. If it suffers from a touch of commonness, it is the better able to leaven the commonness all about it. . . . It is true that thus far no state university has been able to reach the highest attainments in scholarship made by some endowed universities, because no state has risen high enough in general intelligence to support the finest independent scholarship with the liberality shown by some private men of means. Perhaps no state ever will.

"The history of all state universities presents many common elements. In all, the foundation was laid by the act of the national government granting a certain amount of public lands, the sale of which was to provide the endowment of the institution. In practical life the older (western) states, excepting Michigan, the fund derived from the sale of these lands was diminished,—in some because of a failure to grasp the possibilities before the state, in others because of prejudice against both universities and land grants, in others because of political corruption."

In British Columbia we saw the diminishing process begin at the last session of the Legislature when opposition to the bill caused the reservation to the Crown of all revenues derived from timber and minerals in what otherwise might have been an adequate endowment for a large and progressive university. For three years this club has striven for an endowment at the outset that would forever place the provincial university, when established, beyond the

Character
and Aim
of State
Universities

British
Columbia's
Proposed
Endowment

necessity of appealing from time to time, as all other state endowed institutions have been compelled to do, to unsympathetic party governments for additional aid, the institutions in the meantime frequently suffering irreparable injury.

The 2,000,000 acres of second class land already granted could produce at the present price of government land a fund of \$5,000,000 which the leader of the opposition in a letter read to this club, considered, "by no means an ungenerous provision for the university." It is only another illustration of the inadequate knowledge possessed by the majority of men in legislative bodies of the requirements of an efficient modern university.

Some
American
Endowments

Chicago University, established in 1890, has a present endowment of \$12,500,000 while Leland Stanford Jr. University, established in 1891, has an endowment of about \$20,000,000, and both are more or less cramped for lack of funds. The late President Harper of Chicago aimed at an endowment of \$50,000,000.

The State of Illinois, with an area of 56,000 square miles, a hundred years ago had a population of less than twelve thousand: to-day its inhabitants number about five millions. To meet the demands for higher education it has, besides numerous colleges, a State University with an annual income of \$900,000, Northwestern University with an income of \$550,000 and Chicago University with an endowment of \$12,500,000 and about an equal amount in site, buildings and equipment.

California has an area of 158,360 square miles, and in 1900 had a population of 1,485,053. Its State University besides resources of \$7,260,000 receives an annual grant of about \$800,000. Its buildings when completed according to present plans will have cost \$10,000,000. Leland Stanford University has an income of about \$800,000 per annum. In addition to these two giants, are two or three smaller Universities. All these institutions in both States are constantly asking for more money to enable them to keep abreast of the times.

A
Comparison

If five large universities with a combined income of about \$4,000,000 per annum cannot meet the requirements of 7,000,000 people in the States of Illinois and California, what endowment will be required a century hence to enable one university to meet the

demands for higher education in British Columbia with an area more than one-half larger (383,000 sq. miles) than California and Illinois combined, and natural resources not surpassed, if indeed they are equalled, by those of any known equal area on the earth? I venture to say that an endowment of \$50,000,000 will not then be sufficient to meet the needs of the university and the affiliated colleges that will then have become necessary; (for it is the hope of this club that there will never be more than one degree conferring body in British Columbia.)

Should that provision be made now or should it be left for the governments of the future to meet the needs as they arise? Those who are familiar with the history of the University of Toronto, the largest and most important State University in Canada, will agree with me that, if the future interests of higher education in British Columbia are not to suffer, the greater portion of it should be made now while the Province still has at its disposal the great bulk of the public land with the timber and minerals thereof. If this is done the Provincial University of British Columbia will be able to 'reach the highest attainments of scholarship gained by any privately endowed institution' in America, if not in the world; otherwise it will be compelled to repeat the struggles of all other State universities which their experience should teach us to avoid at all costs.

If adequate provision be not now made the future will be obliged to find additional and very extensive sources of revenue for the university, and in this connection I beg leave to quote from the report of the Royal Commission re University of Toronto: "In determining the question of income, the amount and the method of providing it are both of moment. We believe that some means of fixing the income upon a definite basis should be found. It has been proposed that a certain percentage of some item of the provincial revenue should be allotted to the university, and that the sum that this percentage yielded from year to year would form the amount to be voted annually by the Legislature. It must be borne in mind that the financial needs of the university will grow greater from year to year both because of the increase of the population of the Province (Ontario) and the growth of knowledge in the world at large. The item of Provincial revenue, therefore, from which that portion of the income furnished (annually) by the state is to come, must also be one which will grow greater from year to year in at least as large a ratio as that of the increase in population."

Large
Endowment
Needed
Now

Alternatives

Royal
Commission
re University
of Toronto

This consideration led the Commission to recommend that a percentage calculated upon the average of three years' receipts from succession duties be voted annually, such percentage to produce not less than \$275,000 per annum at the inception. It further expressed the hope that the government would set aside for the university at least another million acres of land.

Some of the American State Universities are aided by a direct tax. Wyoming levies $\frac{3}{8}$ mill; Colorado $\frac{2}{5}$; Michigan $\frac{1}{4}$; Wisconsin about $\frac{1}{4}$; Nebraska $\frac{2}{3}$, the largest of any state; Minnesota $\frac{3}{20}$; California $\frac{3}{20}$, which produces about \$800,000 per annum. In addition to this there are special grants for buildings as required, and in some cases special grants are required for maintenance.

Organization

Before further considering the question of endowment I wish to touch upon some points connected with the organization of a Provincial University.

FIRST: the location. The modern tendency is to establish universities in or near the largest centres of population. The city of Vancouver being by far the largest centre of population in British Columbia, I think we must concede that the university should be located in or near that city. It is true that many, if not the majority of state universities, are located in the capital city of the state, whether or not that be the largest centre of population; one reason for this being that thereby the students have access to the state library. But all the newer large, independent American universities have located in or near large cities.

SECOND: the site. In deciding the size of this several important considerations must be kept in view. There must be ample room for several buildings for every faculty of the university; for denominational colleges that wish to locate near the university; recreation grounds for several thousand students; residences for students and members of the various faculties; and, where possible, a large farm in conjunction with the Agricultural College which is a very important branch of all the best state universities.

Of the privately endowed institutions Johns Hopkins at present has only two large city blocks, but is contemplating removal to a suburban site of 125 acres valued at \$500,000. Northwestern has 75 acres valued at \$3,000,000; Chicago 90 acres worth \$4,332,000; while Leland Stanford has 8,000 acres.

Of the state universities Cornell has 498 acres valued at \$429,000; Wyoming has 416 acres; Missouri 722 acres valued at \$265,000; Nebraska 332 acres valued at \$250,000 and a United States Substation farm of 1,920 acres valued at \$30,000 while Washington has 355 acres worth \$1,500,000.

Of Canadian universities receiving state aid that of the small Province of New Brunswick, with a total population of about 340,000 and three universities, has a site of 160 acres; Toronto about 200 acres, and Alberta between 250 and 260 acres.

An ample site has frequently become a saving source of revenue to an inadequately endowed university, as in the case of Toronto.

The Province owns a large tract of land at Point Grey, near Vancouver, which I am told by competent authority contains some ideal sites for a university. I do not know whether or not any considerable part of this land is suitable for experimental farm purposes, but if it is the government should be urged to set apart not less than one thousand acres of it for university site. Should none of this land be suitable for agricultural uses and it be decided to locate the agricultural college at a distance from the other branches of the university, then a site containing not less than 500 acres should at once be reserved for the university.

The principal purposes for which a very large endowment is required are buildings, equipment and staff salaries chiefly.

Growing
Necessities

Let us take the buildings first, and for this purpose I think I cannot do better than to give a statement of the number and value of the buildings of some of the American universities.

Perdue,	established in 1874,	has 20 buildings valued at \$ 750,000
Nebraska	" 1869 " 27	" 775,000
Chicago	" 1890 " 31	" 4,461,499
Cornell	" 1868 " 19	" 3,775,296
South Carolina	" 1801 " 18	" 225,000
Washington	" 1861 " 8	" 350,000
Missouri	" 1839 " 30	" 1,000,000
Leland Stanford	" 1891 " 32	" 3,000,000
Pennsylvania	" 1740 " 30	(value not obtainable)
Johns Hopkins	" 1876 " 11	1,668,000

The equipment of a modern university is much like a modern navy—a great part of it is soon out of date and has to be replaced every few years. Again let us see what our neighbors have. The figures given are generally exclusive of library.

Colorado has equipment valued at	\$ 100,000
Johns Hopkins	“ “	234,000
Missouri	“ “	294,367
Washington	“ “	250,000
Cornell	“ “	95,729
Chicago (cannot say whether or not including library)	1,367,584
Nebraska	“ “	413,204
New Brunswick	“ “	160,000

The university library is a necessary and expensive additional equipment that is never complete.

New Brunswick has	6,000 volumes valued at \$	5,000
Toronto	“ 84,000 “ “	
Dalhousie	“ 17,500 and 3,000 pamphlets	
Perdue	“ 18,000 and 4,000 “	28,000
Nebraska	“ 72,445 “ “	155,000
Chicago		535,299
Wyoming	“ 22,000 “ “	30,000
Cornell	“ 340,000 “ “	680,683
Washington	“ 30,000 “ “	
Missouri	“ 81,964 “ “	149,000
Stanford	“ 93,000 “ “	
Northwestern	“ 125,000 “ “	
Pennsylvania	“ 263,156 “ “	477,720
Johns Hopkins	“ 135,000 “ “	158,000
Colorado	“ 39,000 “ “	60,000

The salary list is very difficult to estimate. That of Queen's University is the only one I could get complete. With a staff of forty, Queen's pays annually \$67,700, ranging from the president at \$4,000 down to two demonstrators who receive \$150 each per annum, an average of \$1,695.

In the American state universities salaries seem to range considerably higher, probably averaging about \$2,000; while in some of the private institutions they will probably average \$2,500. Taking

\$2,000 as a basis let us see what would be the aggregate annual salaries of some universities that have been in existence forty years or more.

Nebraska with a staff of 260	would aggregate	\$520,000
Cornell	341 (excluding medicine)	682,000
South Carolina	24	48,000
Washington & N. Dakota	95 (each)	190,000
Missouri	152	304,000
Northwestern (in Arts and Law only)	88	176,000
Colorado	134	268,000

For the year ending August 31st, 1906, the University of Pennsylvania expended in salaries and operating expenses \$742,265.96.

The assets of this institution in excess of all liabilities amount to \$12,941,000 and during the year 1906 it received from sources outside its ordinary income the sum of \$544,831; but the Provost in his report says: "This sum does not nearly meet the immediate needs of the university." It must increase the salaries paid and has not the funds wherewith to do so. A generous land grant with its charter in 1755, judiciously administered till the present day, would have saved the situation.

Chicago pays heads of departments \$4,000 to \$7,000. In Columbia the normal salary of heads of departments is \$5,000. In Cornell from \$3,000 to \$5,000. Harvard pays professors \$4,000 to \$5,500. In Leland Stanford the president receives \$12,000 and professors from \$3,000 to \$5,000. In Wisconsin the deans receive from \$4,000 to \$5,000.

To secure good men, and British Columbia should have some of the best, good salaries must be paid. The president should receive \$10,000 or more; deans not less than \$6,000; professors from \$3,500 to \$5,000 and other members of the staff in proportion.

To enable us to form some estimate of the number of students to be accommodated in the not very distant future let us take the figures of a few American universities. Nebraska with a population of 1,066,000 has risen in attendance from 1,915 in 1897-8 to 3,130 in 1906-7. Chicago, with a state population of 5,600,000 and 3 universities, has increased in the same period from 2,507 to 5070; Cornell from 1835 to 3461; Washington from 650 in 1903 to 1200 in 1907; Stanford in ten years from 1091 to 1668; Pennsylvania from 961 to 2302.

Number of
Students

By this wearisome quotation of statistics I hope that it is clearly established that very large revenues are required to establish and maintain a modern university in a creditable degree of efficiency.

Let me now touch upon one or two points in the organization and government of the state university.

In this connection I again quote at length from the report of the Royal Commission re University of Toronto (P. xxi et Seq.).

The
Board of
Governors

"To administer the affairs of a great university with vigor and distinction is well-nigh impossible unless the central authority is strong and devotes itself without ulterior interests and motives to the single purpose entrusted to it. The history of the Provincial University has demonstrated the disadvantage of direct political control. Despite the zealous efforts of statesmen and educationists the university became on many occasions in times past the sport of acrimonious party disputes. Its interests were inextricably confused in the popular mind with party politics, although with these it had, in reality, little concern. The various ministries which at different times since 1839 have tried to re-construct the system of administration, instead of handing over to the authorities of the university the carrying on of its affairs, reserving to the state the power of controlling and resuming the trust if conditions rendered that proceeding advisable, burdened themselves with a responsibility, which in many respects, they were unfitted to discharge. The fruits of this policy have been a gradual decline of public sympathy with the pecuniary needs of the university, and an element of uncertainty and impotence in its internal management.

"We have examined the governmental systems of other state universities upon this continent and have found a surprising unanimity of view upon the propriety of divorcing them from the direct superintendence of political powers. In Minnesota the Governor appoints a Board of nine regents with three additional ex-officio members. In Wisconsin the regents are appointed by the Governor, while in Michigan they are elected by the people of the State. The tradition in these and in other states is to keep the university free from party control. The regents may be party men, but it is generally a custom to re-appoint them, whether the Governor for the time being is of the same political opinion or not, so that the two political parties are represented on the Board. In earlier days traces

of political influence were seen, but the tendency now is for the Legislatures to vote the necessary supplies without hesitation, and to leave to the university authorities the management of the institution. The position of regent is considered a high honor and is bestowed upon some of the chief citizens of the state who serve without remuneration. It is found by experience that the Legislatures do not cease to act with generosity because the university is not a department of the State Government. The contrary is the case. The state universities flourish under a system which frees them from party interference.

"A proposal to delegate the powers of the Crown to a Board of Governors is dictated by the desire to impart strength, continuity and freedom of action to the supreme governing body. It is in accord with the practice of other communities possessing state universities, and is supported by the unanimous testimony of those whose advice has been sought. It is designed to secure an instrument of administration truly representative of the whole Province.

"In order that no part of the State's authority shall be surrendered, and that the university shall retain the advantages and enjoy the dignity of state support, we recommend that the Governors be nominated by the Lieutenant Governor in Council. The suggestion that some of them should be elected by the graduates was the subject of long and careful consideration. The loyal affection of the alumni for their Alma Mater we recognize as a valuable factor in the formation of public opinion favorable to the interest of the university. This feeling is one honorable to the graduates themselves, and in the case of privately endowed universities has been productive of much benefit. The Chancellor . . . is chosen by the votes of the graduates and has a place, ex-officio, on the governing Board. This office, in our opinion, should be preserved. The President should also be a member, ex-officio, of the governing Board. With these exceptions the Governors should be named by the Lieutenant Governor in Council. In our opinion no step should be taken to lessen the responsibility of the Legislature for the efficient management and support of the institution. To confer upon the graduates the power to elect some of their number to the Board would divest the state of its full control of the governing body. This, in our opinion, would be unwise. We assume that in the selection of Governors the Government will not from time to time overlook the claims of suitable

persons who are graduates, to membership on the Board and thus confer the distinction without impairing the authority of the Crown over the university. This authority should be fully asserted in three ways; first, by the provision that of the fifteen Governors all except the two ex-officio members should be appointed by and removable at the pleasure of the Lieutenant Governor in Council; second, that detailed statements of the expenditures and the investments should be annually furnished to the Government; and third, by the provision that no expenditure involving any encroachment on the endowment should be made without the sanction of the Lieutenant Governor in Council.

"With these limitations, designed not to hamper the governing body in the management of the trust, but to preserve unimpaired the control of the State, the Governors would exercise all the authority which is needful.

"The Governors, if fifteen in number, would be sufficiently numerous to permit of their being drawn from different parts of the Province. They should be representative men. The position of Governor is one of such dignity and importance as to command the services of the most influential and experienced. The government should appoint the chairman of the Board. The term of appointment we suggest is six years, three of the members of the first Board retiring at the end of two and five at the end of four years. This ensures a more or less permanent body frequently recruited by the Government from those who represent the latest phases of University opinion or possess other desirable qualities. The Board, therefore, would be in touch with public sentiment. The power of appointment should be vested in the Governors, the appointments to the teaching staff of the University being made upon the recommendation of the president."

**First Step
to be taken**

Before closing, I wish to point out what I think the Legislature should do at its next session in the matter of establishing a Provincial University. It should give the university the revenues from timber and minerals on the two million acres of land already granted because from those sources only can any considerable revenue be derived in the near future without impairing an already insufficient endowment which I think should be increased by at least another million acres. Except in rare cases these lands, which should be selected in blocks of considerable size in order to facilitate economy in management, should not be sold but leased on easy terms for fairly long periods. In this

way the grant can be made a very valuable endowment in the future when the requirements of the university shall possibly have grown greater even than the most sanguine of us now expect. It should also empower the Lieutenant Governor in Council to appoint a Board of fifteen Governors who shall select a President and fix his salary. At least one-half of the Governors should be graduates selected from several universities. The Board, of which the President should be an ex-officio member, should be empowered, after selecting that officer, to choose a site and draft a University bill to be submitted to the next session of the Legislature. The same session of the Legislature (1909) should authorize the Board to construct the buildings necessary for the first faculties, (which I would suggest should be agriculture and mining), and provide the funds necessary for this purpose. The University would then be fairly established and additional faculties would be added as requirements arose and funds would permit.

In conclusion I desire to acknowledge my indebtedness for information to the report of the Royal Commission re University of Toronto and literature and circulars returned by the Registrars or other officers of more than twenty universities and to thank those officers for the labor expended and the pains taken, which in some instances were very great indeed.

E. C. ARTHUR, A. M., M. D.

UNIVERSITY CLUB,

NELSON, B. C., NOVEMBER 9th, 1907.

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